

ANNEX M

RESOURCE MANAGEMENT

CITY OF HOUSTON

Annex Redacted – Data Removed

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ANNEX M

RESOURCE MANAGEMENT

I. AUTHORITY

See Basic Plan, Volume I.

II. PURPOSE

The purpose of this annex is to provide guidance and outline procedures for efficiently obtaining, managing, allocating, and monitoring the use of resources during emergency situations or when such situations appear imminent.

III. EXPLANATION OF TERMS

A. Acronyms

CPA	City Purchasing Agent
DDC	Disaster District Committee
EOC	Emergency Operations or Operating Center
EMC	Emergency Management Coordinator
F&A	City's Finance & Administration Department
HR	Human Resources
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
NIMS	National Incident Management System
NRP	National Response Plan
OEM	Houston Office of Emergency Management
SPC	Single Point of Contact
SPD	Strategic Purchasing Division

B. Definition

Multi-agency Coordination Systems

Used in the support of incident management, this system combines facilities, equipment, personnel, procedures, and communications into a common framework. A multi-agency coordination system can be used to develop consensus on priorities, resource allocation, and response strategies. Representatives from within the local government as well as external agencies and nongovernmental entities may work together to coordinate a jurisdiction's response.

IV. SITUATION & ASSUMPTIONS

A. Situation

1. Houston is subject to many hazards which have the potential of disrupting the community, causing property damage and creating casualties. Should any of these hazards occur, it may require Houston to inventory resources

on a continuing basis and to have procedures to use these resources in a timely manner during an emergency or disaster.

2. Resource management planning, during pre-disaster hazard mitigation activities, is designed to lessen the effects of known hazards. During pre-disaster preparedness activities, it is designed to enhance the local capability to respond to a disaster. Throughout an actual response to a disaster or during the post-disaster recovery process, resource management is essential to ensure smooth operations. The City will comply with the framework set forth by the National Incident Management System (NIMS) as well as including certain reporting and coordinating requirements contained in the National Response Plan (NRP).
3. Effective resource management is required in all types of emergency situations – from incidents handled by one or two emergency services working under the direction of an Incident Commander (IC), to emergencies that require a response by multiple services and external assistance, to disasters that require extensive resource assistance from the state and/or federal government for recovery.
4. For some emergency situations, available local emergency resources will be insufficient for the tasks that may have to be performed. Hence, other local resources may have to be diverted from their day-to-day usage to emergency response. Additionally, we may have to request resources from other jurisdictions or the state. It may be necessary to rent or lease additional equipment and purchase supplies in an expedient manner.
5. In responding to major emergencies and disasters, the Mayor may issue a disaster declaration pursuant to Chapter 418 of the Government Code and the Executive Order of the Governor Relating to Emergency Management and invoke certain emergency powers to protect public health and safety and preserve property.
 - a. When a disaster declaration has been issued, the Mayor may use all available local government resources to respond to the disaster and temporarily suspend statutes and rules, including those relating to purchasing and contracting, if compliance would hinder or delay actions necessary to cope with the disaster. See Annex U, Legal, for additional information regarding the emergency powers of government. The city attorney may provide advice regarding the legality of any proposed suspension of statutes or rules. When normal purchasing and contracting rules are suspended, it is incumbent on the City Purchasing Agent (CPA) to formulate and advise government employees of the rules that are in effect for emergency purchasing and contracting.
 - b. When a disaster declaration has been issued, the Mayor may commandeer public or private property, if necessary, to cope with a disaster, subject to compensation. This procedure should be used

as a last resort and only after obtaining the advice of the City Attorney.

B. Assumptions

1. The City of Houston will undertake emergency and disaster situations by making available its personnel, equipment, and material resources. Shortages in Houston's response resources may occur very quickly in an emergency or disaster that lasts longer than 24 hours, or in certain types of disasters (i.e., tornadoes or hurricanes).
2. Additional supplies and equipment needed for emergency operations will generally be available from normal sources of supply. However, some of our established vendors may not be able to provide needed materials on an emergency basis or may become victims of the emergency situation. Hence, standby sources should be identified in advance and provisions should be made for arranging alternative sources of supply on an urgent need basis.
3. Some of the equipment and supplies needed during emergency operations may not be used on a day-to-day basis or stockpiled locally and may have to be obtained through emergency purchases.
4. Inter-local agreements will be invoked and resources made available when requested.
5. Some businesses and individuals that are not normal suppliers may be willing to rent, lease, or sell needed equipment and supplies during emergency situations.
6. Some businesses may provide equipment, supplies, manpower, or services at no cost during emergency situations. Developing agreements between local government and the businesses in advance can make it easier to obtain such support during emergencies.
7. Some community groups and individuals may provide equipment, supplies, manpower, and services during emergency situations.
8. Volunteer groups active in disaster will provide such emergency services as shelter management and mass feeding when requested to do so by local officials.
9. Donated goods and services can be a valuable source of resources. The City may use donated services as part of its match to Federal funding or assistance.

V. CONCEPT OF OPERATIONS

A. Guidelines

1. The City's resource management, in accordance with the NIMS, involves the application of tools, processes, and systems that allow for efficient and suitable resource allocations during an incident. Resources include personnel and facilities as well as equipment and supplies.

2. When necessary, a Multi-agency Coordination System will be organized. Multi-agency coordination is important for the establishment of priorities, allocating critical resources, developing strategies for response, information sharing, and facilitating communication.
3. As established in the NIMS, resource management is based on four guiding principles:
 - a. The establishment of a uniform method of identifying, acquiring, allocating, and tracking resources
 - b. The classification of kinds and types of resources required to support incident management
 - c. The use of a credentialing system linked to uniform training and certification standards
 - d. The incorporation of resources from non-traditional sources, such as the private sector and nongovernmental organizations
4. During an emergency or disaster, all physical resources within the City of Houston, whether publicly or privately owned, will be utilized when deemed necessary by the Mayor.
5. The City of Houston assumes no financial or civil liability for the use of publicly or privately owned resources; however, accurate records will be maintained for possible reimbursement.
6. Pre-emergency planning dictates that each City of Houston Department assigned responsibilities in the basic plan will identify personnel, equipment, material, and other assigned resources. All City resources, pursuant to the NIMS, are to be classified by kinds and types. Each department will maintain and keep a database of their resources.
7. During emergencies, each department Director will manage their resources to include the resources available through existing agreements. Effective cross-jurisdictional coordination using processes and systems described in the NIMS is absolutely critical in the establishment of such agreements. Assistance may be sought from volunteer groups and individuals. If additional goods and services are needed, each departmental purchasing unit will coordinate their needs with the Finance and Administration Department's Strategic Purchasing Division (SPD). Refer to Appendix 1 of this annex. If additional personnel resources are required, those requests will be relayed to the Emergency Operations Center (EOC) that will coordinate with the Human Resources (HR) Department. Refer to Appendix 2 of this annex. Current vendor lists will be maintained by both SPD and HR. See Appendix 3.
8. Records are to be maintained for expenditures of goods, services, and personnel.

B. Management Operations

1. The IC is responsible for managing emergency resources at the incident site and shall be assisted by a staff commensurate with the tasks to be performed and resources committed to the operation. The Incident Command System (ICS) structure includes a Logistics Section, which is responsible for obtaining and maintaining personnel, facilities, equipment, and supplies committed to the emergency operation. The IC will determine the need to establish a Logistics Section. This decision is usually based on the size and anticipated duration of the incident and the complexity of support.
2. If the EOC is activated, the IC shall continue to manage emergency resources committed at the incident site. The EOC shall monitor the state of all resources, manage uncommitted resources, and coordinate with the IC to determine requirements for additional resources at the incident site. Departments and agencies involved in emergency operations that require additional resources should use the Emergency Resource Request form in Appendix 4 or a form that may be developed later to communicate their requirements to the EOC.
3. If additional resources are required, the IC should coordinate with the EOC to:
 - a. Activate and direct deployment of additional local resources to the incident site.
 - b. Request mutual aid assistance.
 - c. Purchase, rent, or lease supplies and equipment.
 - d. Obtain donated resources from businesses, individuals, or volunteer groups.
 - e. Contract for necessary services to support emergency operations.
 - f. Commit such resources to the IC to manage.
4. If the City resources above are inadequate or inappropriate for the tasks to be performed and the county cannot furnish the required resources, the Emergency Management Coordinator (EMC) or designee shall prepare a request for state assistance to be forwarded to the Region 2A Disaster District Committee (DDC).
5. The EMC may consult with the City Attorney to determine potential liabilities before accepting offers of donations of supplies, equipment, or services or committing manpower from individual or volunteer groups to emergency operations.

C. Activities by Phases of Emergency Management

1. Mitigation
 - a. Analyze resource requirements.
 - b. Train personnel on effective use of available resources.

- c. Designate areas of responsibility for providing resource management support.
 - d. Work with established City of Houston Emergency Management organization.
- 2. Preparedness
 - a. Identify sources of equipment, manpower, and transportation.
 - b. Prepare and update resources list.
 - c. Develop human resource procedures.
 - d. Coordinate resources with other agencies and volunteers in order to maintain adequate reserves.
 - e. Initiate letters of understanding with private sector organizations and mutual aid agreements with neighboring jurisdictions.
 - f. Establish emergency purchasing procedures and/or a disaster contingency fund.
- 3. Response
 - a. Establish priorities and allocate resources.
 - b. Coordinate delivery of resources to response teams and disaster victims.
 - c. Identify resource distribution centers.
 - d. Coordinate local efforts with other agencies.
 - e. Maintain records of emergency-related expenditures, services and resources rendered during emergencies.
- 4. Recovery
 - a. Assess recovery needs.
 - b. Estimate costs of providing resources.
 - c. Assess impact of emergency on available resources and identify replenishment needs.
 - d. Set priorities on available resources.
 - e. Coordinate resource utilization.
 - f. Maintain appropriate records.
 - g. Disseminate public information regarding resource availability.

VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

A. Organization

- 1. The function of resource management during emergency situations shall be carried out in the framework of the normal emergency organization described in the Basic Plan, Volume I. Preplanning for resource

management operations shall also be conducted to ensure that staff and procedures needed to manage resources in an emergency situation are in place.

2. During emergencies and disasters, individual department Directors and staff will manage their resource activities. These activities will be coordinated through the EOC. Requests for additional resources from City departments will be coordinated through the EOC to the appropriate department or agency. Department liaisons are to report to the EOC when notified by the Office of Emergency Management (OEM).

B. Task Assignments

1. City Department Directors
 - a. During an emergency or disaster, utilize all physical resources within their department as appropriate.
 - b. Ensure resource surveys are conducted and maintained.
 - c. Resolve resource priority issues.
 - d. Institute employee controls.
 - e. Implement resource controls
 - f. Ensure records for emergency purchases of goods, services, and personnel are kept.
2. Incident Commander
 - a. Manage resources committed to an incident site.
 - b. Monitor the status of available resources and request additional resources through the EOC.
3. Human Resource Director
 - a. Identify supplemental personnel resources (See Appendix 5).
 - b. Coordinate departmental requests for additional personnel resources from current City workforce.
 - c. Ensure agreements are in place with outside sources for personnel resources.
 - d. Screen offers for personnel resources.
4. Office of Emergency Management
 - a. Personnel requests received in the EOC will be forwarded to the City's HR Department for disposition.
 - b. Goods and services requests received in the EOC will be given to the appropriate City or outside agency liaison by the EOC Controller for disposition.

5. Strategic Purchasing Division
Using the emergency purchasing procedures, procure goods and services for the City of Houston, as appropriate.
6. City's Donations Management Coordinator
An Adventist Community Services employee serves as the Coordinator for the City's Donation Management program.

VII. DIRECTION & CONTROL

- A. Direction and Control
 1. The EMC serves as the overall authority for resource management. The NIMS will be utilized.
 2. Department Directors and supervisors continue their day-to-day responsibilities during an emergency, exercising operational control of their work forces. They will keep the EOC Controller informed of resource requirements and coordinate emergency resource requests. To the extent practical, potential resource shortages will be projected, identified and made known to the EOC Controller.
- B. Line of Succession.
Refer to the Basic Plan, Volume I, section 3.4.2.

VIII. READINESS LEVELS

Refer to the Basic Plan, Volume I, section 3.2.2.

IX. ADMINISTRATION & SUPPORT

- A. Maintenance of Records.
All records generated during an emergency will be collected and maintained in an orderly manner so a record of actions taken is preserved for use in determining response costs, settling claims, and updating emergency plans and procedures.
- B. Preservation of Records.
Vital resource management records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.
- C. Training.
Individuals who will be performing resource management duties in the EOC or at the incident command post shall receive training on their required duties and the operating procedures for those facilities.
- D. Resource Data
Refer to Appendices 5 and 6.

X. DEVELOPMENT & MAINTENANCE

A. Development

The EMC, working with appropriate City departments, is responsible for developing and maintaining this annex. Each agency tasked will develop standard operating procedures that address assigned tasks.

B. Maintenance

This annex will be reviewed annually and updated in accordance with the schedule in section 1.4.4 of the Basic Plan, Volume I.

XI. REFERENCES

Texas Local Government Code, Chapter 203 (Management and Preservation of Records).

APPENDICES

Appendix 1	Emergency Purchasing During a Disaster
Appendix 2.....	Internal & External Human Resources
Appendix 3.....	Vendors List
Appendix 4.....	Requesting External Resources
Appendix 5.....	Resource Inventory
Appendix 6.....	... Essential Disaster Supplies

APPENDIX 1 TO ANNEX M
FINANCE AND ADMINISTRATION DEPARTMENT
STRATEGIC PURCHASING DIVISION
EMERGENCY PURCHASING DURING A DISASTER

I. AUTHORITY

See City of Houston Basic Plan, Volume I.

II. PURPOSE

The purpose of this procedure is to establish guidelines and assign responsibilities for emergency procurement of goods and services needed by various departments during a disaster to return the community to its normal state of affair.

III. SITUATION AND ASSUMPTIONS

A. Situation

When a disaster strikes, such as a flood, hurricane or tornado, the City of Houston suspends its purchasing policies and procedures, and by authority of the state bid law, exempts emergency procurements above \$25,000 from competitive sealed bidding. However, certain compliance requirements must be observed.

B. Assumptions

1. An effective emergency procurement procedure in coordination with departmental purchasing units will effectively and expeditiously procure goods and services to meet the emergencies.
2. Warehouses with inventoried materials required by work crews shall be opened 24 hours to ensure availability of materials required to support emergency crews.
3. Agreements with other local jurisdictions and/or agencies having the capability to provide assistance in the procurement of the needed goods and services will be invoked.
4. Food will be provided by each department for its crews attending to emergency situations.

IV. RESPONSIBILITIES

- A.** The CPA or designee(s) is responsible for issuing manual and system emergency purchase orders above departmental limits at the request of the departmental Single Point of Contact (SPC). Departments can issue emergency purchase orders only up to their authorization limit.

Individuals designated as the points of contact in SPD are maintained by OEM.

- B. The department's SPC is responsible for coordinating the emergency procurement of goods and services and for authorizing the issuance of emergency purchase orders within departmental limits.

The SPC is also responsible for maintaining a log of departmental purchase orders issued and subsequently converting them into system purchase orders.

V. GENERAL PURCHASE ORDER PROCEDURES

Manual or system purchase orders shall be issued as the situation dictates.

- A. When a disaster strikes, the first step is to determine what supplies or services are needed. The department makes this determination.
- B. The department must first determine if the goods are available in their or other departments' warehouses before attempting to purchase the goods from a contract vendor or non-contract vendor.
- C. If it is a contract item, the SPC will issue manual or system blanket purchase orders if possible. Manual purchase orders should be converted to system purchase orders when the system is up and running. If it is a non-contract item or service, the SPC issues a manual purchase order within the department's approval authority. Purchases above departmental limits will be handled by the CPA or designee(s). A manual or system purchase order must be authorized before the vendor/contractor delivers the goods or performs the service required.

Note: Use of manual purchase order will enable the City to respond to emergency purchases irrespective of fund availability.

- D. Regardless of the emergency nature of the procurement, certain compliance requirements must be observed for vendors doing business with the City to be promptly paid for services rendered or goods bought.
 - 1. Liability Insurance - the supplier / contractor must submit required liability insurance or appropriate exemptions.
 - 2. Documentation of Costs - The supplier/contractor must provide documentation of cost for goods and services as applicable to receive payment.
 - 3. Vendor Registration Number – The supplier/contractor must obtain a vendor number from the SPD. This requirement can be accomplished before or after completion of a job.

The following standard procedures are necessary to complete process:

- E. Upon delivery or completion of service, the supplier/contractor must submit an invoice to the department's SPC. If the cost does not exceed departmental authority, the SPC issues a system purchase order. The SPC then submits purchase order and invoice to the department's accounts payable section for payment,
- F. If the cost is over department's authority, the SPC submits to the City Purchasing Agent a system requisition with a copy of the invoices and supporting documents and a system purchase order will be generated. After receipt of the purchase

order from the SPD, the SPC must send a copy of purchase order and the original invoice to their respective accounts payable section for payment.

- G. If the cost exceeds \$25,000 for non-contract purchases, the City Purchasing Agent will request Council's authorization first before payment can be completed.
- H. After Council's approval, the department processes the invoice for payment.

VI. ADDITIONAL INFORMATION

City Contracts

The City of Houston has in place contracts for goods and services that can/should be utilized during a disaster response. Refer to this attachment for the most common items purchased in a disaster response. This will be updated quarterly by SPD. SPD will continue to establish contracts for goods and services required during a disaster response.

Note: Although the City of Houston has established contracts for disaster responses, some suppliers / contractors are not able to meet all requirements during a disaster response; therefore, it maybe necessary to procure some items or services off contract.

Houston Galveston Area Council (HGAC) and State Contracts

Cooperative procurement agreements with Houston Galveston Area Council and the State will be utilized to the extent possible.

Special Disaster Fund

To expedite the issuance of system purchase orders, F&A shall establish a special disaster fund. This fund shall be used to cover expenditures that affect departmental operations citywide and will be reimbursed by the using departments.

APPENDIX 2 TO ANNEX M

INTERNAL & EXTERNAL HUMAN RESOURCES

I. PHASE I - UTILIZATION OF CITY DEPARTMENTS AND EMPLOYEES

- A. All city departments are required to have emergency personnel assigned in case of catastrophic events. As a secondary plan, Human Resources' Temporary Services Division is a source for additional emergency personnel.
- B. The HR department will be the focal point for identifying and coordinating the placement of City of Houston employees that may be reassigned to temporary emergency duties should a significant emergency or disaster impact the City.
- C. OEM will coordinate personnel needs from departments through HR. OEM and HR will review departmental needs to determine whether those can be met by other departmental job classifications. After the needs assessment, the appropriate department shall be contacted by OEM and instructed to direct their qualified employees to locations specified. If the needs cannot be met by other departmental job classifications, Phase II will commence.

II. PHASE II -

A. TEMPORARY EMPLOYEE SERVICES PROGRAM:

If the required skills and/or expertise is not available within existing City employees the HR Temporary Services Division will be notified by OEM to contact approved temporary vendors. Once contact is made with a temporary agency, the following will be specified:

- 1. Skills and Expertise Needed
- 2. Work Location
- 3. Cost to City
- 4. Billing Procedure
- 5. Length of Time Employees are Required

Note: Temporary Services daily operations are conducted at 611 Walker, 4th Floor. If an alternate location and phone number is used, Temp Services will contact the main number of OEM with that information.

APPENDIX 3 TO ANNEX M
VENDORS LIST

HR and SPD will maintain a current list of vendors for goods and services.

APPENDIX 4 TO ANNEX M
REQUESTING EXTERNAL RESOURCES

EMERGENCY RESOURCE REQUEST CITY OF HOUSTON	
REQUEST DATE	
REQUESTER NAME	
DEPARTMENT/ORGANIZATION	
CONTACT PHONE/FAX	
REQUESTER'S PRIORITY	Highest 1 2 3 4 5 Lowest
EMERGENCY RESOURCE REQUIRED (equipment, supplies, services) <div style="border: 1px solid black; height: 300px; margin-top: 10px;"></div>	
FOR EQUIPMENT: <input type="checkbox"/> Purchase <input type="checkbox"/> Rent/Lease for (period)_____	
WHEN REQUIRED?	

DELIVERY INFORMATION:

DELIVERY CONTACT, IF OTHER THAN REQUESTER (NAME & PHONE NUMBER):

APPENDIX 5 TO ANNEX M

RESOURCE INVENTORY

This appendix is under development to comply with the new NIMS resource typing guidance. Regional resources will be loaded in the Texas Regional Response Network (TRRN) database.

APPENDIX 6 TO ANNEX M

ESSENTIAL DISASTER SUPPLIES

I. Planning Factors

A. Drinking Water.

1. The planning factor for drinking water is 3 gallons per person per day.
2. Emergency drinking water is usually provided in the form of bottled water. Bottled water is available from a variety of sources already palletized and ready to ship.
3. People sometimes request that water tankers be placed in specific areas as fill-it-yourself water stations. This arrangement is often undesirable because potable water tankers are generally in short supply, a distribution system of piping and faucets must be fabricated, and such facilities usually have to be staffed.

B. Ice

1. Ice is needed to preserve food and medicines.
2. The planning factor for ice is one 8 to 10 pound bag per person per day.
3. Bagged ice is available from a number of distributors. When arranging for ice, keep in mind that ice is obviously perishable and you will probably need to retain the refrigerated delivery truck to preserve the product while it is being distributed.

C. Portable Toilets & Hand Wash Stations

1. The general planning factor is 10 toilets and 2 hand-wash stations per hundred people. In areas where people are well dispersed, additional toilets may be needed to keep the walk to sanitary facilities reasonable.
2. In requesting portable facilities, ensure that the contract includes the requirement to service them on a regular basis. A local or nearby firm that has existing arrangements for waste disposal is often preferable.
3. Portable facilities should be located at least 100 feet from any water source or cooking facility. To prevent disease, it is desirable to have hand washing facilities in the vicinity of toilets.

D. Food

1. Shelter and mass care facilities and mobile feeding units generally aim to provide at least two, and preferably three, simple meals per day – cereal, sandwiches, and soup. When requesting feeding service, provide not only an estimate of the number of people that need to be fed, but also indicate the number of those who are infants and children 1 to 3 years of age so that suitable food can be provided.
2. It may be possible to obtain packaged non-perishable meals for disaster victims who remain in their homes and cannot easily be served by fixed or mobile feeding facilities. A good number estimate is vital in requesting meals for the people who must be fed and for how long.

E. Plastic Sheeting & Tarps

1. Plastic sheeting and tarps are used to protect damaged structures from further damage by foul weather.
2. The planning factor for plastic sheeting is 1100 square feet per home. That amount covers half the roof of a typical 1800 square foot house.
3. For plastic sheeting: 4 or 5 mil thickness, 8+ feet wide – the wider the better.
4. For tarps: inexpensive polyethylene tarps are readily available. Tarps should have grommets.
5. Rope can be used to install tarps that have grommets. Furring strips are usually needed to keep plastic sheeting on roofs and walls and may also be used with tarps.

F. Sandbags

1. Sandbags may be used to protect structures from rising water.
2. Sandbags are available in quantity from a number of commercial distributors.
3. If you plan to use a substantial quantity of sandbags, a sandbag filling machine can expedite filling. These machines are available from a variety of commercial vendors; sandbag distributors may be able to provide such machines or contact information for those who do.

G. Personal Protective Equipment (PPE)

If first responder departments require additional PPE, currently not in inventory, their department purchasing section should procure the need equipment. If needed, SPD may assist in the process.

II. Suppliers of Essential Disaster Supplies

The SPD maintains a computerized listing of vendors and the items they supply. Departmental purchasing sections may procure their own needed supplies.